

**LANCASTER COUNTY, PENNSYLVANIA  
REQUEST FOR PROPOSALS  
JUNE 16, 2004**

**SERVICES:** Planning services relative to the development, public participation process, and adoption of the Second Update to the Growth Management Element of the County's Comprehensive Plan.

**RELEASE DATE:** Wednesday, June 16, 2004

**DUE DATE:** Monday, July 19, 2004, 5:00 PM (EST)

**CONTACT:** Mary Frey, AICP  
Principal Planner  
Lancaster County Planning Commission  
c/o Lancaster County Courthouse  
50 N. Duke Street, 6<sup>th</sup> Floor  
Lancaster, PA 17608  
[frey@co.lancaster.pa.us](mailto:frey@co.lancaster.pa.us)  
717.299.8333

**Lancaster County Planning Commission  
c/o Lancaster County Courthouse  
50 N. Duke Street, 6<sup>th</sup> Floor  
Lancaster, PA 17608  
(717) 299-8333  
[www.co.lancaster.pa.us/planning](http://www.co.lancaster.pa.us/planning)**

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GROWTH MANAGEMENT ELEMENT UPDATE  
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# **LANCASTER COUNTY, PENNSYLVANIA GROWTH MANAGEMENT ELEMENT UPDATE REQUEST FOR PROPOSALS**

The Lancaster County Planning Commission is seeking a consultant or a team of consultants (with the lead consulting firm identified) to assist in the preparation, public participation process, and adoption of a second Update to the Growth Management element of the County's Comprehensive Plan (Update). This new Update will plan for, and guide, growth in the County through the year 2030, consistent with the requirements of the Pennsylvania Municipalities Planning Code (MPC) and the County's Smart Growth Initiative.

## **1. PROJECT BACKGROUND**

In 1993, the County Board of Commissioners adopted the Growth Management element of the County's Comprehensive Plan. The Growth Management Program initiated under the Growth Management element in 1993--and reinforced through an Update in 1997--consists of the establishment of Growth Areas, both Urban Growth Areas (UGAs) and Village Growth Areas (VGAs), to guide and manage growth in and around Lancaster City, and the boroughs and villages, while simultaneously preserving and protecting natural resources, including the rich and expansive agricultural land in the outlying areas of Lancaster County.

Under Lancaster's Growth Management Program, 13 UGAs and 26 VGAs have been established since 1993. Of the 60 municipalities in the County, 50 are participating in a UGA or VGA. Through their planning efforts, these municipalities have drawn a distinction between areas appropriate for growth in the County and areas that should be maintained as open space and farmland. This distinction is the centerpiece of Lancaster County's Growth Management Program, fostering the preservation of natural resources and agricultural lands, while also promoting the redevelopment of the City and boroughs and the sustainability of small towns and villages. However, even with the designation of Growth Areas, development activity continues outside of Growth Areas, including large lot development in rural areas (a trend evidenced by data found in the County's **Growth Tracking Reports**).

With an emphasis on both urban and rural areas, the Growth Management Program is also inextricably tied to the County's economic well-being. Strong and diverse industry clusters have helped to sustain and grow Lancaster's economy. Even when one or two markets experience a decline, Lancaster's overall economy has remained strong because of this diversity, thus helping to support both the rural and urban centers of the County.

With this approach, Lancastrians today have been able to enjoy the wonderful *sense of place* that was spawned here centuries ago. Its quaint communities and neighborhoods; its breathtakingly beautiful landscape and fertile farmland; its strong economic base; its growing status as an academic center; and other factors have all helped to make Lancaster a very special place in which its residents have always taken tremendous pride.

Meanwhile, Lancaster County continues to grow. It is now a Metropolitan Statistical Area, according to the U.S. Census Bureau. Between 1990 and 2003, Lancaster County averaged 4,800 new residents per year for a total population of 485,935. Homeownership rates continue to be high, reaching nearly 75%. The average sale price of a home at the end of 2003 was \$148,530. The labor force numbers 261,000 with an unemployment rate of 4.1% -- lower than the state and nation.

Residents are not the only ones with an affinity for Lancaster. Each year, the County hosts 8 million tourists, generating approximately \$2.2 billion annually for the economy. Tourists are drawn to Lancaster for many reasons. Paramount among these reasons is Lancaster's history and its continued reputation as a farming community. There are 55 million farm animals in the County. The County has the most fertile non-irrigated farmland in the world, and, as of the end of 2003, over 55,076 acres of farmland had been preserved to help ensure that the County maintains this invaluable resource.

It is important to maintain not only the land but the industry that the land supports. Concern has been raised over the past several years as to the future of farming. This question is facing many rural communities across the nation and Lancaster County is no exception. One of the key products that the County expects from this Update is a Rural Strategy to not only help maintain farmland but to also maintain the future of farming in an environmentally and economically sustainable manner. This desired product or outcome recognizes that various activities--agricultural and non-agricultural, alike--are known to cause nutrient pollution of both ground and surface waters, pollution that has had an effect on local water resources and, ultimately, on the Chesapeake Bay.

Efforts to preserve the City, boroughs and other urbanized centers as vibrant, livable communities through redevelopment strategies are also important. Initiatives, such as a new minor league ballpark, convention center, neighborhood revitalization projects, land recycling and adaptive reuse projects, historic preservation, and other efforts are underway in the City. Urbanized centers outside the City are also undertaking revitalization efforts through Main Street Programs, land recycling efforts, historic preservation, infrastructure improvements, and other programs designed to provide support for the maintenance of quality of life factors in those communities.

While the existing Growth Management Program has worked well, the County is searching for enhanced strategies to build on the program and for an expanded tool box of ideas, models, and resources to ensure preservation of the County's character and strengths, as Lancaster prepares for the growth that will occur over the next quarter century. The Update must reflect creativity and innovation in its approach to the County's growth-related challenges and opportunities. However, the Update must also reflect a commitment to implementation.

## 2. RELATED PLANNING EFFORTS

A number of related planning efforts now occurring in Lancaster will provide opportunities for information-sharing and collaboration with the Update. Examples of these efforts are noted below in two sections: (1) Lancaster County Planning Commission planning efforts and (2) Non-Lancaster County Planning Commission planning efforts.

### **Lancaster County Planning Commission Planning Efforts**

The Lancaster County Planning Commission is currently undertaking updates to two functional elements of the County's Comprehensive Plan: (1) the Long-Range Transportation element (estimated completion is summer 2004) and (2) the Housing element (estimated completion is late spring 2005). The Water Resources element of the County's Comprehensive Plan was last updated in 1996. These elements are required under the MPC.

Efforts are also underway by the Lancaster County Planning Commission to develop two new functional elements as part of the County's Comprehensive Plan: (1) the Cultural Resources Preservation element which is required under the MPC (estimated completion is late spring 2005), and (2) the Lancaster County Strategic Tourism Development element (estimated completion is late summer 2004).

***Revisions*** was adopted in 1999 as the latest Policy element of the County's Comprehensive Plan. The six key planning principles documented in ***Revisions*** are the guiding principles upon which the current Growth Management Program is based. In brief, these principles support the conservation of natural, cultural and architectural resources and the preservation of farmland, while also supporting the viability and livability of urban centers. As the functional elements, noted above, are developed or updated, these same planning principles will help guide those processes as well.

The overarching planning principles of ***Revisions*** have also provided a framework for multi-municipal plans and other comprehensive planning activities undertaken by municipalities. The Lancaster County Planning Commission supports these multi-municipal planning efforts. Forty-one (41) of the County's 60 municipalities participate in multi-municipal plans. Eleven (11) multi-municipal plans exist or are underway in the County. The largest plan began in late 2003 and is anticipated to be completed in late winter or early spring of 2005; it is the Lancaster Inter-municipal Planning Committee's (LIMC) multi-municipal plan, involving 11 municipalities.

The County also has developed a Smart Growth Initiative which builds on ***Revisions***. It is called ***Envision***. ***Envision*** is being pursued by the Lancaster County Planning Commission in conjunction with an array of partners to help promote smart growth awareness and application throughout the County.

The Lancaster County Planning Commission is also undertaking an effort as part of the Housing element update to develop population projections and forecasts for the County that can be utilized for the Growth Management element Update and other planning efforts.

### **Non-Lancaster County Planning Commission Planning Efforts**

County employment projections for a 5-year period were generated by the Lancaster County Workforce Investment Board earlier this year. It is anticipated that the 5-year projections can also be utilized as the basis for estimating employment projections for the County to 2030.

A new County-wide economic development strategy and vision titled ***Lancaster Prospers*** was recently completed. This effort was sponsored by the Economic Development Company of Lancaster County (EDC), which established a broad planning committee to produce the document. A critical next step identified in ***Lancaster Prospers*** that ties to the Update is to “build community consensus around the philosophy that well-managed, quality economic growth is necessary to maintain Lancaster’s current and future prosperity.” Related to that, a subcomponent of the ***Lancaster Prospers*** effort will be centered around the rural economy. It is important that the Update effort leverage all work of ***Lancaster Prospers***.

An outgrowth of the County’s ***Envision*** Program has been the Coalition for Smart Growth of Lancaster County. The Coalition is a unique and diverse group of community organizations and individuals drawn together by a shared interest in the future direction of Lancaster County. Toward that end, the group has actively embraced a smart growth philosophy for Lancaster County and, in December 2003, it published a **Policy Paper** embodying smart growth principles and recommendations.

A tool to help the County measure its success in the areas of smart growth and other quality of life factors has been ***Measure Up Lancaster!*** produced by the Lancaster Community Indicators Project. This document is a compilation of community indicators that includes specific data and measurements which examine the quality of life in Lancaster County. The first edition released in 2001 included 70 measures organized around the six key planning principles outlined in the policy element of the County’s Comprehensive Plan, ***Revisions***. ***Measure Up Lancaster!*** was recently updated in December 2003.

Also, in December 2003, the Brookings Institution released ***Back to Prosperity: A Competitive Agenda for Renewing Pennsylvania***. This document was developed through a project between the Brookings Institution and 10,000 Friends of Pennsylvania. The document presents the Commonwealth of Pennsylvania with a new analysis of statewide growth and development trends that attempts to fully connect both the physical and the economic implications of those trends. An analysis is provided for Lancaster County as part of this project.

The above-noted plans and documents represent some of the resources that are available to assist with background and analysis work for this Update.

### **3. PROJECT APPROACH**

As indicated above, the Lancaster County Planning Commission is seeking a consultant or a team of consultants (with the lead consulting firm identified) relative to the preparation, public participation process, and adoption of an Update to the Growth Management element of the County's Comprehensive Plan. The anticipated completion date of the Update is June 2005.

The consultant will be working directly with the Growth Management Update Task Force (Task Force) that has been appointed by the Lancaster County Planning Commission. The Task Force consists of approximately 60 members. It is a microcosm of Lancaster County stakeholder groups and regions and includes representatives of business, industry, banking, local government, community-based nonprofits, education, youth, agriculture, preservation, environmental interests, developers, realtors, emergency services, social services, health care, and utilities.

The Task Force has been meeting monthly since December 2003. It is co-chaired by two members and currently operates with three subcommittees.

The three Subcommittees are:

#### **(1) The Consultant Subcommittee**

The Consultant Subcommittee is charged with selecting and helping to manage the consultant and ensuring that the work of the consultant remains on course in terms of the work program and schedule. It will also serve as the filter between the consultant and the Task Force to confirm that the deliverables are intact prior to Steering Committee and full Task Force review and consideration. It will help identify policy and process questions which need Steering Committee and full Task Force involvement and discussion; and it will help ensure that other Subcommittees are working with the consultant as necessary. Regular meetings are anticipated between the Subcommittee, the Steering Committee, the consultant, and Lancaster County Planning Commission staff.

#### **(2) Growth Management Plan Review Subcommittee**

The Growth Management Plan Review Subcommittee will review the 1997 Lancaster County Growth Management element update and provide a report to the Task Force on its effectiveness, degree of implementation, strengths, and weaknesses along with recommendations for the second Update. These recommendations, along with other Task Force input, can also be utilized to help identify topical areas and issues around which to organize additional Subcommittees. So as not to influence a firm's approach to this RFP, the key recommendations of the Plan Review Subcommittee will be shared with the selected consultant after the selection process is completed.

### **(3) Public Involvement Subcommittee**

The charge of the Public Involvement Subcommittee is to oversee the public participation process for the Update, develop and carry out a public relations strategy and evaluate public input and meeting results in a manner that is consistent with the project scope of work and with guidance from the consultant and staff. Scheffey Advertising will also be a resource to this Subcommittee. Scheffey Advertising has worked with the Lancaster County Planning Commission on several planning efforts in the past including *Envision*, and it is currently providing the Lancaster County Planning Commission with community relations services on an as-needed basis for projects. This Subcommittee will work in conjunction with the Consultant Subcommittee, and the consultant, to help guide and monitor the public participation process required as part of this RFP.

## **4. SCOPE OF WORK**

Proposals submitted under this RFP should at a minimum address the following components, and emphasize areas delineated in Section 8 (Technical Proposal – Evaluation Criteria).

### **A. Public Participation**

1. Assist in developing and conducting the Update public participation process, with particular emphasis on strategies to generate broad community participation and support, including support from municipalities.
2. Identify an evaluation strategy to measure the effectiveness of:
  - a. Outreach efforts to a broad number of stakeholder groups; and
  - b. A process for collection of information from stakeholder groups.
3. Identify a roll-out strategy for presenting the Update to the Lancaster County Planning Commission, Board of Commissioners, media, general public, municipalities and others.
4. Assist in the public review and approval processes for the Update.

### **B. Meetings**

1. Attend monthly Task Force meetings; monthly Steering Committee Meetings with the Co-Chairs, Subcommittee Chairs and Lancaster County Planning Commission staff; and up to 2 Subcommittee meetings each month. See Section 5, Sub-section 5B for related discussion on meetings.
2. Develop Task Force, Steering Committee, and Subcommittee meeting materials, and develop guidelines and materials for public meetings.



### **C. Data/Research/New Initiatives and Strategies**

1. Compile and analyze demographic, social and economic data, including, but not limited to, population targets and employment projections. Gather and analyze statutes, policies, regulations and programs at the state and national levels that influence the key priorities of this RFP.
2. Create a Geographic Information Systems analysis of diverse data sets related to factors affecting growth (e.g., geology, water resources, economics, parcel size, ethnicity, zoning, etc.). This tool will be transferred to the Lancaster County Planning Commission as a deliverable.
3. Compile and analyze input provided through stakeholder groups through the public participation process.
4. Develop population targets for each municipality in the County to the year 2030, based on the County's population projections and forecasts.
5. Review information on related plans and studies and identify opportunities to leverage this information as part of this Update.
6. Research and summarize relevant global, national, state and regional trends, best practices, and new initiatives and strategies in comprehensive planning and growth management and discuss their possible application for the County.
7. Assist in the development of options and strategies for growth including strategies for location, pattern, and timing; new options for Growth Areas and Rural Resource Area Designations; Priority Development Areas; alternatives to rural sprawl; a process to address land uses of regional significance; and an infrastructure strategy that is consistent with the updated growth management program.

### **D. Implementation Strategies**

1. Identify implementation strategies that will assist municipalities in supporting and implementing the Update.

### **E. Plan Components**

1. Develop 2030 Map-Based Probable Future, Alternative Futures, and Preferred Future Land Use Scenarios.
2. Identify, analyze and evaluate buildable lands within designated UGAs and VGAs. Include in this analysis all urban land recycling opportunities and other Priority Development Areas for economic opportunity, housing, institutional use, etc.
3. Review growth patterns in rural areas, identify the underlying causes of rural sprawl and develop a Smart Growth Rural Strategy.

4. Develop a Wastewater Disposal Strategy to compliment a Smart Growth Rural Strategy.
5. Develop a Smart Growth Tool Box. Be Creative!
6. Assist with the design and the text material for the Update, including reproduction of the Executive Summary into a stand-alone, reader-friendly, attractive format.
7. Assist in identifying a non-technical name for the Update that will catch people's attention and imagination.
8. Be creative overall in the components for this Update.

## **5. CONSULTANT RESPONSIBILITIES**

The consultant or team of consultants will be responsible for the following:

- A. To provide professional planning services to the Task Force, the Lancaster County Planning Commission, and the staff. These services include meeting attendance and facilitation; data compilation and analysis; policy review and assessment; smart growth strategies to promote creative approaches to achieving the County's growth management policies; development of a public participation plan, including strategies and techniques to reach a broad spectrum of the County's stakeholders; knowledge of opinion research and survey processes; implementation strategies; development of drafts of the component parts of the Update; and mapping and Geographic Information System services.
- B. To attend and conduct an average of 4 Task Force related meetings each month and up to two public meetings each month. Consultant will provide input into the agendas and provide materials for meetings based on their responsibilities. Also see Section 4, Subsection 4B.1 for further discussion on meeting responsibilities.
- C. To provide various draft components of the Update; and advise on the Update's overall format.
- D. To provide a strategy for presentation of the Update to, and review by, the various stakeholders, policy makers and the media.

## **6. COUNTY PARTICIPATION**

- A. The Lancaster County Planning Commission will serve as the project manager for this project. Staff will work in conjunction with the Consultant Subcommittee to manage the consulting services.
- B. The Lancaster County Planning Commission will provide Geographic Information System data. The Lancaster County Planning Commission may provide limited Geographic Information System analysis and mapping services as part of this project. The proposal should clearly itemize those services that will be provided by the consultant and those to be requested from the Lancaster County Planning Commission.
- C. The Lancaster County Planning Commission will provide administrative support in the form of preparing, copying and mailing of meeting agenda materials and minutes. The Lancaster County Planning Commission will also handle logistics of reserving and setting up meeting facilities.
- D. The Lancaster County Planning Commission will provide administrative assistance in the preparation and circulation of the draft Update components, etc. in conjunction with the consultant (Consultant will provide originals and supporting documents to the Lancaster County Planning Commission in a timely manner in order to facilitate efficiency).
- E. The Lancaster County Planning Commission will be responsible for the production of all drafts, although the consultant will assist in the design and the development of those drafts. The final document will be made available in several different formats, i.e., web, CD, and print.

## **7. CONSULTANT QUALIFICATIONS**

- A. Recent experience in Growth Management plans developed consistent with the specifications of the MPC and for communities of this size is required.
- B. Past and current experience with a project of this scope must be demonstrated.
- C. Expertise and experience in rural planning and economics must be demonstrated, along with knowledge or experience with rural wastewater disposal options, particularly as it relates to the Pennsylvania Act 537 Official Sewage Facilities Planning process.
- D. For consultant teams, all firms should be identified and their role described in an organizational diagram. The lead consulting firm should be identified. For a single firm, the same diagram relative to this project is required.
- E. A statement of the qualifications of all principals and staff of the firm(s) who will directly work on the Update is required. Relevant experience should be demonstrated in visioning techniques; compiling and analyzing data and related plans/studies; analyzing population projections and forecasts and generating population targets; meeting facilitation; generating alternative options and scenarios; the identification and application of best practices in smart growth and growth management principles; developing recommendations and implementation strategies; and utilizing Geographic Information Systems as an analytical tool. The proposal must include specific examples of the consultant's experience in these areas. The principals and staff identified in this section should be consistent with the information provided on the diagram under item D above.
- F. A working knowledge of other elements of the Comprehensive Plan and an understanding of the

relevance and relationship of those elements, and local and multi-municipal plans, to the Growth Management element (See **Related Planning Efforts** Section of this RFP).

- G. An ability to generate specific recommendations that can be tangibly implemented and measured as to their effectiveness.
- H. Experience as it relates to strategies to obtain broad community participation and support, including the involvement of the general public, unrepresented groups, municipalities, policy makers, urban and rural communities, and other groups representative of stakeholders in Lancaster County.
- I. Experience in working with the media to promote public involvement in the planning process and to employ effective public relations strategies and techniques to gain public support, including municipality support, for the plan's adoption and implementation.
- J. Experience in managing conflicting view points and experience in organizing a wide range of stakeholders to a level of acceptable consensus.
- K. Compliance with the nondiscrimination and equal opportunity policy of the Commonwealth of Pennsylvania.

## **8. TECHNICAL PROPOSAL - EVALUATION CRITERIA**

Proposal evaluations will be based upon completeness, quality, and level of detail reflected in the proposals that show an understanding of:

- A. Lancaster's demographic and economic profile from a local and a regional context.
- B. The County's Growth Management Program.
- C. The various elements of Lancaster County's Comprehensive Plan, i.e., the Policy Plan, **Revisions**, and the functional elements.
- D. The relationship of the other elements of the County's Comprehensive Plan to the Growth Management element.
- E. The relationship between local and multi-municipal comprehensive planning efforts and the Growth Management element.
- F. Knowledge of **Envision** and other local Smart Growth efforts.
- G. Creativity and innovation as applied to this planning process and the expected products.
- H. Knowledge of the MPC, compliance requirements, and recent amendments.
- I. Reference list of current and past clients.
- J. The utilization of Socially and Economically Restricted Businesses.
- K. Overall qualifications, skills, and experience of the consultants and personnel assigned to the project, including qualifications in conflict management and public participation.
- L. Detailed program of work for plan preparation, adoption, and implementation consistent with the requirements of this RFP.
- M. Work schedule with time estimates that are realistic and responsive to the County's needs and requirements.

## **9. FEE PROPOSAL UNDER SEPARATE COVER**

Each consultant or team of consultants must provide an **itemized** proposal under separate cover identifying the costs associated with the work proposed to be completed. The Fee Proposal must, at a minimum, delineate costs resulting from time and material for various services and deliverables such as Geographic Information Systems mapping and analysis, public opinion research and analysis, a Rural Strategy, a Smart Growth Toolbox, and other components and services associated with the proposal. Costs should be presented in a range format for each deliverable or service. A total should be provided for each range column.

## **10. DISCLOSURE**

Those assigned to the project should each disclose any personal, financial and/or family relationship he/she may have with the County, the Lancaster County Planning Commission and staff, or members of the Growth Management Update Task Force (See the Lancaster County Planning Commission website for the Task Force membership list).

## **11. PRE-PROPOSAL MEETING**

Prospective consultants are strongly encouraged to attend a Pre-proposal Meeting which will be held on, Wednesday, June 30, 2004, from 1:00 to 2:30 PM (EST) at the following location:

Lancaster County Planning Commission  
c/o Lancaster County Courthouse  
50 N. Duke Street, 6<sup>th</sup> Floor – Conference Room 601  
Lancaster, PA 17608  
717.299.8333

## **12. QUESTIONS AND ANSWERS**

The Lancaster County Planning Commission will accept questions through Friday, July 2<sup>nd</sup> and will publish the Questions and Answers for distribution on July 9<sup>th</sup>. The Questions and Answers will also be available on the Lancaster County Planning Commission website.

### **13. SELECTION PROCESS**

The deadline for submittal of proposals and fee schedules is July 19, 2004, 5:00 pm (EST). Twenty five (25 copies) of the proposal should be submitted, along with 25 copies of the Fee Proposal, under separate cover to:

Ms. Mary Frey, AICP  
Principal Planner  
Lancaster County Planning Commission  
50 N. Duke Street  
Lancaster, PA 17608  
[frey@co.lancaster.pa.us](mailto:frey@co.lancaster.pa.us)  
717.299.8333

The evaluation process to generate a shortlist of candidates is anticipated to occur in early August, with interviews and the selection process anticipated to occur approximately between August 9<sup>th</sup> and August 20<sup>th</sup>.

Questions regarding this RFP or regarding the process can also be directed to Mary Frey at 717.299.8333.